AMENDED IN SENATE JUNE 17, 2008 AMENDED IN ASSEMBLY MAY 23, 2008 AMENDED IN ASSEMBLY APRIL 8, 2008

CALIFORNIA LEGISLATURE—2007–08 REGULAR SESSION

ASSEMBLY BILL

No. 2175

Introduced by Assembly Members Laird and Feuer (Coauthors: Assembly Members Huffman, Krekorian, Ruskin, and Wolk)

February 20, 2008

An act to amend Section 10631.5 of, and to add Part 2.55 (commencing with Section 10608) to Division 6 of, the Water Code, relating to water conservation.

LEGISLATIVE COUNSEL'S DIGEST

AB 2175, as amended, Laird. Water conservation.

(1) Existing law requires the Department of Water Resources to convene an independent technical panel to provide information to the department and the Legislature on new demand management measures, technologies, and approaches. "Demand management measures" means those water conservation measures, programs, and incentives that prevent the waste of water and promote the reasonable and efficient use and reuse of available supplies.

This bill would require the department to establish a statewide target state to achieve a 20% reduction in urban per capita water use in California by December 31, 2020. The bill would require the state to reduce per capita use by at least 5% on or before December 31, 2012, and by 10% on or before December 31, 2015. By December 31, 2020,

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each urban water supplier would be required to reduce its per capita water use by 20%, except as provided.

The bill would require the department, by December 31, 2009, to establish a statewide numeric water conservation target for agricultural water use that provides for a significant increase in *the efficiency of* agricultural water—conservation use in California. By December 31, 2012, each agricultural water supplier would be required to adopt numeric water conservation targets to be achieved by December 31, 2015, and December 31, 2020.

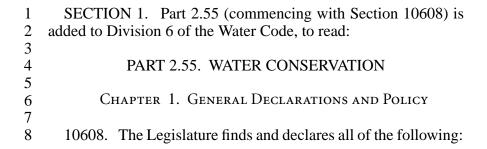
The bill would require the department to propose, adopt, and submit to the Legislature a plan of action to meet the state targets described above under certain circumstances. By April 30, 2009, the department would be required to prepare a preliminary conservation report relating to water use reduction and conservation savings. By December 31, 2010, the department would be required to develop a methodology to estimate the numeric value of agricultural water use efficiency. The bill would make related legislative findings and declarations and statements of legislative intent.

(2) Existing law makes the terms of, and eligibility for, a water management grant or loan made to an urban water supplier and awarded or administered by the department, state board, or California Bay-Delta Authority or its successor agency conditioned on the implementation of specified water demand management measures.

This bill would make this provision only apply until December 31, 2012, and beginning January 1, 2013, would instead condition these grants or loans made to urban or agricultural water suppliers on the implementation of the requirements of paragraph (1), above.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:



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- (a) Water is a public trust resource in California that should be protected against waste and unreasonable use.
- (b) Growing population, climate change, and the need to protect California's fish and wildlife make it essential that the state manage its water resources as efficiently as possible.
- (c) In 2000, total water use in California was approximately 83 million acre-feet per year, based on an average water year. This total water use consists of urban water use in the amount of 9 million acre-feet, agricultural water use in the amount of 34 million acre-feet, and environmental water use in the amount of 40 million
- (d) Reduced water use through conservation provides significant energy and environmental benefits, can help protect water quality, and reduces greenhouse gas emissions.
- (e) Improvements in technology and management practices offer the potential for increasing water conservation in California over time, providing an essential water management tool to meet the need for water for urban, agricultural, and environmental uses.
- (f) The California Water Plan, updated in 2005, includes planning scenarios that indicate that by 2030 urban water conservation can reduce water demand by up to 3.1 million acre-feet per year and agricultural water conservation can reduce net water use by up to 800,000 acre-feet of water per year.
- (g) The Governor has called for a 20 percent per capita reduction in urban water use statewide by 2020.
- 10608.1. It is the intent of the Legislature, by the enactment of this part, to require all water suppliers to identify, adopt, and implement water conservation measures to avoid waste and unreasonable use of this essential resource.

Chapter 2. Definitions

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10608.2. The following definitions apply to this part:

- (a) "Base per capita water use" means the average of three water years, which includes a normal, dry, and wet water year, as identified by the department and which most accurately reflects current water use in 2009.
- (b) "High per capita water use" means water use in an urban water supplier's service area that is ____ gallons per capita per day or higher.

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(c) "Locally cost effective" means that the present value of the local benefits of implementing a water conservation measure are greater than or equal to the present value of the local costs of implementing that measure.

- (d) "Low per capita water use" means water use in an urban water supplier's service area that is ____ gallons per capita per day or lower.
- (e) "Per capita water use" means the daily per person urban water use, which includes residential, municipal, industrial, and commercial water use and system water losses.
- (f) "Water conservation" means those measures, programs, and incentives that result in reduced demand, prevent the waste of water, and promote the efficient use of available supplies.
- (g) Except as otherwise indicated, "water supplier" includes both of the following:
 - (1) An urban water supplier, as defined in Section 10617.
- (2) An agricultural water supplier, as defined in subdivision (b) of Section 531.
- (a) "Base daily per capita water use" means a daily per capita water use during a representative year or an average of multiple years from 2000 to 2008, inclusive, to reflect current normal water use.
- (b) "California standard" means a specified level of daily per capita water use for urban retail water suppliers, based on the Department of Water Resources' most current map of Reference EvapoTranspiration, and shall be:
- (1) One hundred fifty gallons per capita daily (gpcd) water use *if the majority of the district residents are in Zones 1 to 5, inclusive.*
- (2) One hundred sixty gpcd water use if the majority of the district residents are in Zones 6 to 10, inclusive.
- (3) One hundred seventy gpcd water use if the majority of the district residents are in Zones 11 or greater.
- (c) (1) "Daily per capita water use" means the gross water use in a calendar year divided by the average number of residents during that year divided by 365 days per year.
- (2) For purposes of paragraph (1), the average number of residents during that year shall be determined using federal, state, and regional population reports supplemented with local information and trend-based extrapolations.

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(d) "Gross water use" means the sum of all metered and unmetered water deliveries by an urban retail water supplier during a calendar year, excluding agricultural water deliveries and recycled water.

- (e) "Locally cost effective" means that the present value of the local benefits of implementing a water conservation measure are greater than or equal to the present value of the local costs of implementing that measure.
- (f) "Water conservation" means the efficient management of water resources for beneficial uses, preventing waste, or accomplishing additional benefits with the same amount of water.
- (g) Except as otherwise indicated, "water supplier" includes both of the following:
- (1) An urban water supplier, as defined in Section 10617, excluding suppliers that provide water exclusively on a wholesale basis.
- (2) An agricultural water supplier, either publicly or privately owned, supplying 2,000 acre-feet or more of water annually for agricultural purposes or serving 2,000 or more acres of agricultural land. An agricultural water supplier includes a supplier or contractor for water, regardless of the basis of right, which distributes or sells water for ultimate resale to customers.
- (h) "Recycled water use" means any beneficial use of recycled water which helps meet a retail urban water supplier's gross water use, including groundwater recharge and injection.
- (i) "Targeted percent reduction" means the percent reduction in daily per capita water use required, pursuant to Section 10608.6, for an urban water supplier.

CHAPTER 3. URBAN WATER CONSERVATION TARGETS

10608.4. (a) The department shall establish a statewide target to achieve a 20 percent reduction in urban per capita water use in California on or before December 31, 2020.

(b) On or before December 31, 2013, and not less than every five years thereafter, the department shall include in the update of the California Water Plan pursuant to Section 10004, a status report on the progress in meeting the statewide target established by subdivision (a).

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(e) To the extent that the statewide target is not achieved on or before December 31, 2020, the department shall propose and adopt a plan of action to meet the statewide target. This plan shall specify the increased levels of water conservation that need to be implemented at the state and local levels. This increased level of conservation shall be supported by state funding or federal funding, if provided, because of the broad public benefits.

10608.6. (a) On or before December 31, 2020, each urban water supplier shall reduce its per capita water use by 20 percent, except as otherwise provided in subdivision (b). The 20 percent reduction shall be applied against the base per capita water use of the urban water supplier. Each urban water supplier shall make incremental progress by reducing per capita water use by at least 5 percent on or before December 31, 2012, and by 10 percent on or before December 31, 2015.

- (b) The department and the state board shall develop criteria to create both of the following:
- (1) Alternative conservation targets, less than the 20 percent reduction required by subdivision (a), to be applied to urban water suppliers that have and maintain low per capita water use.
- (2) Additional conservation targets, beyond the 20 percent reduction required by subdivision (a), to be applied to urban water suppliers that have high per capita water use.

10608.8. (a) On or before December 31, 2010, and every two years thereafter, an urban water supplier shall report to the department and the state board, using a standardized form developed by the department, all of the following information:

- (1) Base per capita water use.
- (2) Current per capita water use.
- (3) Current population served by the urban water supplier.
- (4) Acre-foot water savings attributed to the per capita water use reductions.
- (b) Based on its review of the information submitted pursuant to subdivision (a), the department may require urban water suppliers to adopt specific water conservation measures if the reductions required by Section 10608.6 are not achieved.
- 37 10608.4. (a) The state shall achieve a 20-percent reduction 38 in urban per capita water use in California on or before December 39 31, 2020.

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(b) The state shall make incremental progress towards the state target specified in subdivision (a) by reducing per capita water use by at least 5 percent on or before December 31, 2012, and by 10 percent on or before December 31, 2015.

- (c) If the state target described in subdivision (a) or the interim targets described in subdivision (b) are not met, the department shall propose, adopt, and submit to the Legislature a plan of action to meet the statewide target. The plan shall specify the increased levels of water conservation, including measures, programs, and policies to be implemented at the state and local levels. The plans shall be submitted on or before December 31, 2013, December 31, 2016, and December 31, 2021.
- (d) Based on its review of the information submitted pursuant to Section 10608.6, the department may require urban water suppliers to adopt specific water conservation measures if the reductions required by Section 10608.6 are not achieved.
- 10608.6. (a) An urban retail water supplier may reduce the percent reduction required in subdivision (d) by 5 percent if, by January 1, 2009, the urban retail water supplier has implemented the water demand management measures described in Section 10631. The department shall develop criteria, with public input, for certification of compliance with the following demand management measures:
- (1) System water audits, leak detection and repair.
- 25 (2) Metering with commodity rates.
- 26 (3) Public information.

- 27 (4) School education programs.
- 28 (5) Conservation pricing.
- 29 (6) Conservation coordinator.
 - (7) Waste water prohibition.
 - (b) In establishing the certification criteria for the demand management measures in subdivision (a), the department shall consider the best management practices described in the Memorandum of Understanding Regarding Urban Water Conservation in California as last amended in June 2007.
 - (c) On or before December 31, 2020, all urban retail water suppliers shall achieve a minimum reduction from the base daily per capita water use of 5 percent, unless an urban supplier's water use is at 110 gallons per capita per day or less.

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(d) On or before December 31, 2020, all urban retail water suppliers with base daily per capita water use exceeding the applicable California standard by 20 percent or more shall reduce daily per capita water use by at least 20 percent.

- (e) On or before December 31, 2020, all urban retail water suppliers with base daily per capita water use exceeding the applicable California standard by less than 20 percent shall reduce daily per capita water use to equal the applicable California standard or by 5 percent, whichever percentage is greater.
- (f) Each urban water supplier shall make incremental progress by achieving at least 25 percent of the targeted per capita reduction on or before December 31, 2012, and achieving 50 percent on or before December 31, 2015.
- (g) An urban water supplier may report on the targeted percent reduction either on an aggregated basis of daily per capita water use that includes all water uses in a supplier's district, or by disaggregating between residential per capita water use and commercial, industrial, and institutional per connection water use. The following requirements apply to an urban water supplier that selects the option of disaggregating its water use:
- (1) The urban water supplier shall use its aggregate water use for purposes of determining the applicable California standard on which to base its targeted per capita reduction for its residential water use.
- (2) The urban water supplier shall reduce its commercial, industrial, and institutional per connection water use by no less than 15 percent. An urban water supplier may reduce the percent reduction required in this paragraph by 5 percent if, by January 1, 2009, the supplier has implemented conservation programs for commercial, industrial, and institutional accounts pursuant to Section 10631.
- (h) Upon written application to the department, an urban retail water supplier may request adjustment to its targeted percent reduction. The department shall develop criteria for the approval of the following adjustments:
 - (1) Unique climatic conditions.
- (2) Substantial changes to the commercial, industrial, and institutional water use in the supplier's district.
- *(3) Unique conditions associated with an urban water supplier's* 40 *current water deliveries.*

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(4) Technical or economic infeasibility for commercial, industrial, and institutional customers.

10608.8. (a) Urban water suppliers shall report to the department and the state board on their incremental progress in reaching the targeted percent reduction. Reports shall be submitted on or before December 31, 2010, December 31, 2012, December 31, 2015, and December 31, 2020.

- (b) Reports may be submitted as part of the urban water management plans required pursuant to Section 10631.
- (c) The reports shall be submitted using a standardized form developed by the department and shall include the following information:
 - (1) Baseline year or years.

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- (2) Baseline daily per capita water use.
- (3) Targeted percent reduction
- (4) Acre-foot water savings attributed to the targeted percent reduction.
 - (5) Current daily per capita water use.
 - (6) Current population served.
- (7) Estimated 2020 population served by the urban water supplier, as defined in subdivision (e) of Section 10602.
- (8) Acre-foot water savings estimated for the current year and for the year 2020 attributed to the targeted percent reductions.
- (9) Acre-foot water savings estimated for the year 2020 attributed to the targeted percent reductions.
- 10608.9. State agencies shall reduce water use on facilities they own or operate to support the local urban water supplier in meeting the targeted percent reduction in daily per capita water use.

CHAPTER 4. AGRICULTURAL WATER CONSERVATION TARGETS

10608.10. (a) On or before December 31, 2009, the department shall establish a statewide numeric water conservation target for agricultural water use that provides for a significant increase in the efficiency of agricultural water conservation use in California.

- 37 The initial target shall be for December 31, 2020, and shall be not
- 38 less than 500,000 acre-feet of net water reduction from projected
- 39 demand in the absence of additional agricultural water conservation
- 40 practices, not otherwise attributed to land use changes. On or before

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December 31, 2012, and not less than every five years thereafter, the department shall review and may increase the water conservation target, based on consideration of all relevant information, including, but not limited to, information received pursuant to this section.

- (b) On or before December 31, 2012, each agricultural water supplier shall adopt numeric water conservation targets to be achieved by December 31, 2015, and December 31, 2020, and report to the department on those targets. An agricultural water supplier shall review and update the targets every five years thereafter. The target shall be based on reductions that can be achieved by water management practices that are both technically feasible and locally cost effective, or implementation of alternative measures that achieve equal or greater water savings.
- (c) On or before December 31, 2015, and every five years thereafter, an agricultural water supplier shall submit a report to the department, confirmed by independent evaluation, that identifies the basis of its adopted water conservation targets and its progress in reaching the targets. If an agricultural water supplier determines that a water management practice is not locally cost effective or technically feasible, the supplier shall submit information documenting that determination.
- (d) Based on its review of a report submitted pursuant to subdivision (e) and the related independent evaluation and other relevant information, the department may require an agricultural water supplier to revise its targets if the department determines the proposed targets are not consistent with this part, or to adopt additional water management practices, if there is insufficient progress in meeting the targets.
- (d) Agricultural water supplier reporting requirements may be met through the submission to the department of an agricultural water management plan developed for the Agricultural Water Management Council or the United States Bureau of Reclamation that is consistent with this part.
- 10608.12. To the extent that the aggregate of the agricultural water conservation targets established by agricultural water suppliers pursuant to subdivision (b) of Section 10608.10 do not meet the statewide target established pursuant to subdivision (a) of Section 10608.10, the department shall propose and adopt a plan of action to meet the statewide target. This plan shall specify

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the increased levels of water conservation, *including measures*, *programs*, *and policies*, that need to be implemented at the state and local levels. This increased level of conservation shall be supported by state funding or federal funding, if provided, because of the broad public benefits.

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CHAPTER 5. GENERAL CONSERVATION ACTIONS

- 10608.14. (a) Water suppliers may comply with this part individually or regionally.
- (b) Agricultural water supplier reporting requirements may be met through the submission of an agricultural water management plan developed for the Agricultural Water Management Council or the United States Bureau of Reclamation that is consistent with this part.
- 10608.15. (a) On or before April 30, 2009, the department shall prepare a preliminary conservation report that includes, but is not limited to, all of the following:
- (1) A proposed base year or base years for measurement of the 20-percent per capita reduction.
 - (2) An assessment of current urban per capita water use.
- (3) An estimate of the water conservation savings from current and future urban and agricultural conservation activities.
- (b) Beginning with the year 2013, and every five years thereafter, the department shall include in the update of the California Water Plan, pursuant to Section 10004, a status report on the progress in meeting the conservation targets established by this part.
- (c) On or before December 31, 2013, December 31, 2016, and December 31, 2021, the department shall review and may increase the targets for urban and agricultural water conservation, and shall update the plans for achieving the conservation targets, based on the consideration of all relevant information.
- (d) Based on its review of the information provided in this part, the department may require agricultural and urban water suppliers to adopt additional water conservation or management practices if there is insufficient progress in meeting the targets identified in this part.
- 10608.16. (a) The department shall develop methodologies and guidelines as necessary to implement this part.

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(b) On or before December 31, 2010, in order to better quantify agricultural water use efficiency, the department shall develop a methodology to estimate the numeric value of agricultural water use efficiency. The methodology shall include, but not be limited to, the following information:

- (1) Surface water diversion and farm delivery information required pursuant to Section 5103.
- (2) Evapotranspiration within a district boundary using best available methods and technologies.
- (3) Groundwater use from approved groundwater management plans and other available sources.

(b)

- (c) All state water conservation targets, methodologies, and guidelines shall be established only after the department, or at the department's request, the California Water Commission, conducts a series of public hearings and workshops to allow participation of the diverse geographical areas and interest of the state.
- 10608.17. Beginning January 1, 2013, the terms of, and eligibility for, a water management grant or loan made to urban or agricultural water suppliers and awarded or administered by the department, state board, or California Bay-Delta Authority or its successor agency shall be conditioned on the implementation of this part.
- 10608.18. (a) The Legislature hereby finds and declares that the development, adoption, and implementation of water conservation targets as provided in this part is an issue of statewide significance that is critical to the effective implementation of integrated regional water management in California.
- (b) It is the intent of the Legislature that funds made available by Section 75026 of the Public Resources Code should be expended, consistent with Division 43 (commencing with Section 75001) of the Public Resources Code and upon appropriation by the Legislature, for grants to implement this part. In the allocation of funding, it is the intent of the Legislature that the department give consideration to disadvantaged communities to assist in implementing the requirements of this part.
- (c) It is the intent of the Legislature that funds made available by Section 75041 of the Public Resources Code should be expended, consistent with Division 43 (commencing with Section

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75001) of the Public Resources Code and upon appropriation by 2 the Legislature, for direct expenditures to implement this part.

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SEC. 2. Section 10631.5 of the Water Code is amended to read: 10631.5. (a) (1) Beginning January 1, 2009, until December 31, 2012, the terms of, and eligibility for, a water management grant or loan made to an urban water supplier and awarded or administered by the department, state board, or California Bay-Delta Authority or its successor agency shall be conditioned on the implementation of the water demand management measures described in Section 10631, as determined by the department pursuant to subdivision (b).

- (2) For the purposes of this section, water management grants and loans include funding for programs and projects for surface water or groundwater storage, recycling, desalination, water conservation, water supply reliability, and water supply augmentation. This funding includes, but is not limited to, funds made available pursuant to Section 75026 of the Public Resources Code.
- (3) Notwithstanding paragraph (1), the department shall determine that an urban water supplier is eligible for a water management grant or loan even though the supplier is not implementing all of the water demand management measures described in Section 10631, if the urban water supplier has submitted to the department for approval a schedule, financing plan, and budget, to be included in the grant or loan agreement, for implementation of the water demand management measures. The supplier may request grant or loan funds to implement the water demand management measures to the extent the request is consistent with the eligibility requirements applicable to the water management funds.
- (4) (A) Notwithstanding paragraph (1), the department shall determine that an urban water supplier is eligible for a water management grant or loan even though the supplier is not implementing all of the water demand management measures described in Section 10631, if an urban water supplier submits to the department for approval documentation demonstrating that a water demand management measure is not locally cost effective. If the department determines that the documentation submitted by the urban water supplier fails to demonstrate that a water demand management measure is not locally cost effective, the department

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shall notify the urban water supplier and the agency administering the grant or loan program within 120 days that the documentation does not satisfy the requirements for an exemption, and include in that notification a detailed statement to support the determination.

- (B) For purposes of this paragraph, "not locally cost effective" means that the present value of the local benefits of implementing a water demand management measure is less than the present value of the local costs of implementing that measure.
- (b) (1) The department, in consultation with the state board and the California Bay-Delta Authority or its successor agency, and after soliciting public comment regarding eligibility requirements, shall develop eligibility requirements to implement the requirement of paragraph (1) of subdivision (a). In establishing these eligibility requirements, the department shall do both of the following:
- (A) Consider the conservation measures described in the Memorandum of Understanding Regarding Urban Water Conservation in California, and alternative conservation approaches that provide equal or greater water savings.
- (B) Recognize the different legal, technical, fiscal, and practical roles and responsibilities of wholesale water suppliers and retail water suppliers.
- (2) (A) For the purposes of this section, the department shall determine whether an urban water supplier is implementing all of the water demand management measures described in Section 10631 based on either, or a combination, of the following:
 - (i) Compliance on an individual basis.
- (ii) Compliance on a regional basis. Regional compliance shall require participation in a regional conservation program consisting of two or more urban water suppliers that achieves the level of conservation or water efficiency savings equivalent to the amount of conservation or savings achieved if each of the participating urban water suppliers implemented the water demand management measures. The urban water supplier administering the regional measures. Urban water suppliers may also request a regional agency authorized to plan and implement water conservation to assist in or administer regional water conservation programs. The urban water supplier or regional agency administering the regional program shall provide participating urban water suppliers and the department with data to demonstrate that the regional program is

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consistent with this clause. The department shall review the data to determine whether the urban water suppliers in the regional program are meeting the eligibility requirements.

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- (B) The department may require additional information for any determination pursuant to this section.
- (3) The department shall not deny eligibility to an urban water supplier in compliance with the requirements of this section that is participating in a multiagency water project, or an integrated regional water management plan, developed pursuant to Section 75026 of the Public Resources Code, solely on the basis that one or more of the agencies participating in the project or plan is not implementing all of the water demand management measures described in Section 10631.
- (c) In establishing guidelines pursuant to the specific funding authorization for any water management grant or loan program subject to this section, the agency administering the grant or loan program shall include in the guidelines the eligibility requirements developed by the department pursuant to subdivision (b).
- (d) Upon receipt of a water management grant or loan application by an agency administering a grant and loan program subject to this section, the agency shall request an eligibility determination from the department with respect to the requirements of this section. The department shall respond to the request within 60 days of the request.
- (e) The urban water supplier may submit to the department copies of its annual reports and other relevant documents to assist the department in determining whether the urban water supplier is implementing or scheduling the implementation of water demand management activities. In addition, for urban water suppliers that are signatories to the Memorandum of Understanding Regarding Urban Water Conservation in California and submit biennial reports to the California Urban Water Conservation Council in accordance with the memorandum, the department may use these reports to assist in tracking the implementation of water demand management measures.